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MEMORANDUM FOR THE STANDING COMMITTEE, IAC:

Subject: Comments and Recommendations of the Defense Department
Representatives on the Standing Committee Regarding
Implementation of NSC 50 with respect to:

- a. Coordination of intelligence activities.
- b. Production of National intelligence.
- c. Responsibility for research and reports.
- d. Political summaries.

- References:
- a. Mr. Armstrong's remarks at the IAC meeting on 22 July 1949.
 - b. CIA Memorandum 5 August 1949, subject as above.
 - c. Minutes of IAC meeting of 19 August 1949.
 - d. CIA Memorandum of 25 August 1949, addressed to the Standing Committee Members of the IAC, subject as above.
 - e. CIA Memorandum of 1 September 1949, to the Standing Committee Members of the IAC, subject as above.

1. The Department of Defense representatives on the Standing Committee of the IAC submit the following comments and recommendations relative to the Department of State proposals now under consideration:

a. Functions of ICAPS and the Standing Committee of the IAC

(SC/IAC):

(1) As was brought out in the 30 August meeting of the SC/IAC, it is desirable that the functions, responsibilities, and composition of ICAPS and the SC/IAC be definitely established and published for the information and guidance of all concerned. These are not generally well understood at present, as is evidenced by the minutes of the IAC meeting of 19 August which shows that, among the IAC members, there was a considerable divergence of opinion as to whether ICAPS or the SC/IAC was the proper agency to take the

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staff action required in connection with the Department of State proposals in order to make them suitable for consideration by the IAC.

(2) The Department of Defense members of the SC/IAC consider that the functions, responsibilities, and membership of ICAPS and SC/IAC should be as follows:

(a) ICAPS:

- i. Should be composed of full time members contributed by the agencies represented on the IAC.
- ii. Should be under the direction of and responsible to the Director of Central Intelligence.
- iii. Should have, as one of its primary responsibilities, the accomplishment of staff work in connection with the development and presentation of policies and procedures for the production and coordination of intelligence by the various agencies represented on the IAC. In matters of this sort the objective of ICAPS should be the production of an unbiased, comprehensive presentation or report covering all aspects of a subject. This it should be able to do because of the wide variety in training, experience, and general background of its members.

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iv. Should function as a secretariat for the IAC and the Standing Committee of the IAC.

v. Should perform such other functions as the Director of Central Intelligence may direct:

(b) The Standing Committee of the IAC:

i. Should be composed of at least one representative from each IAC agency.

ii. Should review, on behalf of the IAC, such matters as may be referred to it for action by the IAC or the IAC Secretariat (ICAPS).

(3) Normally all staff work on such matters would be accomplished by ICAPS prior to submission of items to the SC/IAC or the IAC. Action by the SC/IAC could then be directed primarily toward the following objectives:

(a) Presentation and discussion of revisions which SC/IAC members might consider desirable, from an standpoint of the agencies they represent.

(b) Thorough indoctrination of all SC/IAC members in all aspects of the matter under consideration including the views of other SC/IAC members and hence the probable recommendations they will make to their respective Directors when the matter comes up for consideration by the IAC itself. (There should be no formal voting by the SC/IAC and it should be clearly understood that the views expressed by SC/IAC members will not necessarily be the same on any particular subject as those presented by their Directors

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2. In view of the foregoing it is recommended that the IAC approve the substance of the foregoing and that it be published in appropriate form for the information and guidance of all concerned.

3. As to future action on the remainder of the Department of State proposals, the Department of Defense members of the SC/IAC consider that, as a first step, these proposals should be referred to ICAPS for appropriate staff action. The need for such action was recognized by the IAC in its meeting of 19 August and it is further borne out by the facts that, in the SC/IAC meeting of 30 August, it developed that:

- a. Some of the major points at issue are implied rather than expressed clearly in the papers under consideration.
- b. Some of the terms used are rather misleading.
- c. There is a difference of opinion as to the SC/IAC responsibility for recommending action on matters which pertain to the internal organization of the CIA.

Had the functions and responsibilities of ICAPS and the SC/IAC been clearly established and understood at the time of the IAC meeting of 19 August, it is believed that the IAC would have selected ICAPS rather than the SC/IAC to do the preliminary staff work on the Department of State proposals; even now, such action still seems desirable not only because it is in consonance with the comments in paragraph 1 above but because some concentrated effort by a full-time, competent staff is needed to put the proposals in a form suitable for consideration by the SC/IAC and later by the IAC itself. ICAPS is such a staff agency, whereas the SC/IAC is not, for it functions on a part-time basis only, and, in the space of some three weeks, it has been able to do little.

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little

the surface in taking any staff action on the pre-

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blems presented in the Department of State reports.

4. In view of the foregoing it is recommended that:

a. The IAC indicate whether those portions of the current problems relating to the internal organization of the CIA should be considered at this time; i.e., should the matter of an "Estimates Division", as such, be considered. (The Department of Defense members of the SC/IAC consider such matters the sole responsibility of the Director of Central Intelligence and, hence, not appropriate for action by the SC/IAC or by the IAC itself — unless the Director of Central Intelligence asks for advice from that body.

b. The original Department of State proposals, along with all pertinent data which have been developed since then, be referred to ICAPS for use in connection with preparation of a comprehensive report giving a clear, unbiased presentation of all aspects of the problems and all issues involved.

c. When ICAPS has finished this report, it be referred to SC/IAC for consideration, at which time the staff level agency views can be expressed and the report revised (by ICAPS) in light of such comments, if necessary and appropriate.

d. The final report be referred to the IAC for consideration.

ENCLOSURE

SUMMARY OF PREVIOUS ACTION ON STATE DEPARTMENT PROPOSALS

For the purpose of the record there is given below a resume of past action on this matter:

1. In the IAC meeting of 22 July 1949, Mr. Armstrong indicated that the State Department was making an effort to outline certain portions of NSC 50 which dealt with problems of IAC or interdepartmental character as distinguished from those which were internal to CIA. He further indicated that the result of these efforts would be furnished to the IAC for its consideration as soon as possible.

2. On 2 August 1949, Mr. Armstrong submitted four papers to the IAC dealing with the implementation of NSC 50 with respect to:

- a. Coordination of intelligence activities.
- b. Production of National intelligence.
- c. Responsibility for research and reports.
- d. Political summaries.

These papers were circulated to members of the IAC by the CIA memorandum of 5 August 1949.

3. In its meeting of 19 August 1949, the IAC considered the State Department proposals. Mr. Armstrong presented a resume of the proposals whereupon there was a short discussion as to the appropriate agency to accomplish the necessary staff work preliminary to a consideration of the problems by the IAC. It was finally decided that they should be

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referred to the Standing Committee of the IAC for (staff) study and recommendations.

4. The Standing Committee of the IAC met on 30 August 1949 to consider the original papers as amplified by the CIA memorandum of 25 August 1949. The first portion of this meeting was spent in clarifying the status and responsibilities of ICAPS and the Standing Committee. There was general agreement on all major points and recommendations were approved:

a. That ICAPS serve as a joint staff under the direction of, and responsible to, the Director of Central Intelligence.

b. That it be composed of members contributed by the several agencies on a full-time basis, but not "representing" the agency, and be headed by a chief who will also be the Executive Secretary of the IAC.

c. That matters of coordination be referred to ICAPS for study and recommendation by the Director of Central Intelligence, or through the Director of Central Intelligence by the IAC, but that ICAPS itself may submit to the DCI, or through the DCI to the IAC, recommendations which it considers appropriate for consideration.

d. That the representation on the Standing Committee be the same as that of the IAC, and that the Standing Committee serve as a subordinate committee to the IAC to consider, on an inter-agency basis, problems referred to it by the IAC.

5. The remainder of the meeting was devoted to a discussion of the CIA's "coordinating responsibilities". This discussion was not very productive because the papers under consideration did not give a clear,

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unbiased presentation of all aspects of the problems under consideration.

6. The CIA memorandum of 1 September 1949 contains the proposal that the Standing Committee hold a further meeting on 8 September 1949 to review the action taken in the 30 August 1949 meeting and to proceed with the staff work which is required to put proposals in suitable shape for consideration by the IAC.

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